

Message Text

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PAGE 01 PORT A 01229 01 OF 03 231946Z

72

ACTION ARA-10

INFO OCT-01 ISO-00 AID-05 EB-07 AGR-05 EUR-12 HEW-02 OES-03

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FM AMEMBASSY PORT AU PRINCE

TO SECSTATE WASHDC PRIORITY 9872

LIMITED OFFICIAL USE SECTION 1 OF 3 PORT AU PRINCE 1229

E. O. 11652: APRIL 19, 1976

TAGS: N/A

SUBJECT DAP DISCUSSION - COMMENTS ON BREEN TRIP REPORT

REF: STATE 112896

1. WE HAVE FOUND BREEN REPORT TO BE A USEFUL AND STIMULATING DOCUMENT. WE ARE GRATIFIED THAT BREEN HAS IDENTIFIED MAY POSITIVE ELEMENTS IN HAITI, E.G. WILLINGNESS OF FARMERS TO WORK HARD AND SYSTEMS OF COOPERATION AT LOCAL LEVEL, AND WE CONCUR IN GENERAL CONCLUSION THAT AID PROGRAM SHOULD CONTINUE TO EXPAND AND THAT ADDITIONAL STAFF SHOULD BE ASSIGNED TO HAITI AS NEEDED.

2. IN ORDER TO ACHIEVE LASTING RESULTS AND TO AVOID BOOM AND BUST ASPECTS OF EARLIER AID ACTIVITIES IN HAITI, WE BELIEVE IT IS IMPORTANT TO PICK CAREFULLY KEY AREAS WHERE (A) AID PROJECTS HAVE GOOD CHANCE OF SUCCESS AND (B) SUCCESSFUL PROJECT CAN LAY GROUNDWORK FOR ADDITIONAL PROJECTS AND FURTHER SUCCESS. THUS, PROGRAM SHOULD BE CAREFULLY DESIGNED TO IMPROVE HAITI'S DEVELOPMENT PERFORMANCE BY SETTING CAREFULLY MEASURED CHALLENGES WHICH ARE ACHIEVABLE WITHOUT GOING TO EXTREME OF SETTING IMPOSSIBLE TARGETS. THIS APPROACH EMPHASIZES IMPORTANCE OF INITIATING ACTIVITIES AT A PACE WHICH TAKES ACCOUNT OF HAITI'S FINANCIAL SITUATION AND

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PAGE 02 PORT A 01229 01 OF 03 231946Z

RATE OF ADMINISTRATIVE IMPROVEMENT. ALL MINISTRIES ARE DEMORALIZED

AFTER 15 YEARS OF SALARY FREEZE AND POLITICAL CLIMATE WHICH PLACED PRIORITY ON BUREAUCRATIC SURVIVAL RATHER THAN PERFORMANCE. SINCE AID CANNOT WORK WITH ALL MINISTRIES, WE BELIEVE FIRST PRIORITY SHOULD BE GIVEN TO RESTORING SOME SEMBLANCE OF ORDER IN AGRICULTURAL AND HEALTH MINISTRIES. IN AG MINISTRY, IICA IS WORKING AN AG PLANNING AND GENERAL INSTITUTIONAL IMPROVEMENTS. OUR AG ACTIVITIES WOULD THUS BE CONCENTRATED ON SPECIFIC PROJECTS. FOR HEALTH MINISTRY, WE WOULD WORK AT BOTH GENERAL PLANNING LEVEL AND ON SPECIFIC PROJECTS, E.G. MCH/FP. IN BOTH MINISTRIES WE WOULD ATTEMPT TO GET PROGRAMS UNDERWAY WHICH PROVIDE IMMEDIATE BENEFITS WHILE AT THE SAME TIME PROVIDING NEEDED IN-SERVICE TRAINING FOR EXISTING PERSONNEL RESPONSIBLE FOR THESE ACTIVITIES AS WELL AS FOR NEW PERSONNEL.

3. RE AGRICULTURE: OUR CURRENT APPROACH HAS FOUR MAJOR ASPECTS: (A) COFFEE PROJECT FOR FARMERS IN MOUNTAINOUS REGIONS WITH BUILD-UP OF BCA (AGRICULTURAL CREDIT BUREAU); (B) IMPROVEMENT OF COMMUNITY IRRIGATION SYSTEMS AND COMPLEMENTARY ASSISTANCE FOR FARMERS WORKING IN THESE SYSTEMS; (C) SOIL CONSERVATION ACTIVITIES. A SOIL CONSERVATION TEAM IS ARRIVING IN JULY TO EXAMINE VARIOUS APPROACHES TO PROBLEM AND TO PREPARE PILOT ACTIVITY FOR FY 76. WE EXPECT TO HAVE MAJOR ACTIVITIES IN THIS FIELD, INCLUDING EXPANSION OF WORK BY VOLAGS; (D) PLANT INTRODUCTION PRODUCTION PROJECT, I.E. OUR PROJECT TO DETERMINE WHAT TYPES OF REGULAR CORN AND HIGH LYSINE CORN ARE BEST SUITED TO HAITI AND SURVEY TO IDENTIFY HIGH-INCOME LABOR INTENSIVE CROP POSSIBILITIES. (SEE STATE 116324 FOR STATUS.)

4. AS PART ABOVE ACTIVITIES, WE WOULD EXPECT THERE TO BE SPECIALIZED TRAINING. WE DO NOT RECOMMEND, HOWEVER, THAT WE UNDERTAKE SEPARATE PROGRAM TO UPGRADE HAITI'S AGRICULTURE COLLEGE AND/OR HIGH SCHOOL LEVEL INSTITUTIONS AND/OR FINANCE TRAINING ABROAD AT HIGH SCHOOL LEVEL FOR INDIVIDUALS NOT WORKING FOR THE GOVERNMENT BECAUSE: (A) APPEARS UNLIKELY GOH WILL BE WILLING OR ABLE TO PROVIDE INCREASED OPERATING EXPENSES THESE INSTITUTIONS; (B) GOVERNMENT UNLIKELY BE ABLE HIRE SIGNIFICANT NUMBERS GRADUATES UNTIL IT ABLE ARRANGE FOR INCREASING SALARY SCALE IN AG MINISTRY. THUS, WE BELIEVE (AT LEAST FOR AID) APY-OFF WILL BE GREATER IN AREAS OTHER THAN GENERAL AGRICULTURAL EDUCATION. WE WOULD OF COURSE SUPPORT AN IDB PROJECT TO UPGRADE AGRONOMY FACULTY AT DAMIEN WHICH IS LIMITED OFFICIAL USE

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PAGE 03 PORT A 01229 01 OF 03 231946Z

COORDINATED WITH POSSIBLE CANADIAN ASSISTANCE. (FYI: THE FRENCH LANGUAGE LAVAL UNIVERSITY OF CANADA IS ABOUT TO COMPLETE ITS REPORT FOR CANADIAN GOVERNMENT ON STEPS WHICH COULD BE TAKEN TO UPGRADE HAITI'S AGRICULTURAL COLLEGE. THUS, CANADA MAY PROVIDE ASSISTANCE THIS SCHOOL. END FYI).

5. RE ADAPTIVE RESEARCH: CONCEPT ALREADY INCORPORATED INTO USAID/H PROGRAM PROPOSALS. WE RECOMMEND BASING NEXT STEPS ON RESULTS OF

CORN PROJECT AND RECOMMENDATIONS OF EXPERTS WORKING WITH COMMUNITY
IRRIGATIONS SYSTEMS. RE THIRD RECOMMENDATION ON PAGE 5:
WE BELIEVE CURRENT PROPOSALS IN DAP AND CP ADEQUATELY COVER OBJECTIVE

OUTLINED IN PROPOSAL. RE FEASIBILITY STUDY OF PRIVATE SECTOR
INSTITUTION TO FINANCE AGRO-INDUSTRIES: WE WOULD WELCOME DECISION
BY FINANCIERA DOMINICANA TO UTILIZE ITS PRESENTLY AVAILABLE FUNDS
TO EXPLORE THIS POSSIBILITY DIRECTLY WITH GOH AND HAITIAN PRIVATE
SECTOR AND WE SUPPORT BREEN RECOMMENDATION THAT AID SIGNAL
ITS APPROVAL TO FINANCIERA DOMINICANA BOTH TO FINANCE VIABLE
HAITIAN-DR ENTERPRISES AND TO CONDUCT FEASIBILITY STUDY. RE
INTERNATIONAL CENTER FOR ARID LAND FARMING IN INDIA (ICRSAT):
WHEN APPROPRIATE TIME ARRIVES TO ESTABLISH SOME OUT-REACH CONTACT
WITH GOH RESEARCH ORGANIZATIONS, WE BELIEVE IT WOULD BE MORE
PRACTICABLE TO CHOOSE FOREIGN INSTITUTION CLOSER TO HAITI.

6. RE HEALTH: OUR APPROACH IS TO HELP GOH THROUGH A HEALTH
PLANNING PROJECT TO ESTABLISH A HEALTH PROGRAM WHICH EMPHASIZES
SERVICES FOR PEOPLE IN RURAL AREAS. THIS HEALTH PLANNING WORK
CAN BEGIN AS SOON AS FY 75 FUNDS ARE ALLOTTED AND OBLIGATED.
SINCE WE ALREADY HAVE SCHEDULED A HEALTH PLANNING TECHNICAL ASSISTANCE

GROUP, WE FEAR A "DEIDS" CONTRACT WITH AMERICAN PUBLIC HEALTH
ASSOCIATION (APHA) WOULD BE DUPLICATIVE.

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PAGE 01 PORT A 01229 02 OF 03 231957Z

72

ACTION ARA-10

INFO OCT-01 ISO-00 AID-05 EB-07 AGR-05 EUR-12 HEW-02 OES-03

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P 231808Z MAY 75

FM AMEMBASSY PORT AU PRINCE
TO SECSTATE WASHDC 9873

LIMITED OFFICIAL USE SECTION 2 OF 3 PORT AU PRINCE 1229

HOWEVER, APHA COULD BE INCLUDED IN LIST INSTITUTIONS TO BE CONSIDERED

AS IMPLEMENTING AGENT FOR SCHEDULED HEALTH PLANNING PROJECT.
OUR HELP TO MCH/FP IS DESIGNED REINFORCE GOH EFFORTS HELP RURAL
AREAS. RE SNEM: WE HOPE MINISTRY OF HEALTH CAN BE STRENGTHENED
ENOUGH TO PERMIT FULL AMALGAMATION OF SNEM INTO MINISTRY STRUCTURE.
AS FOR HACHO, WE HAVE ASKED GOH TO DECIDE WHETHER HACHO IS TO BE
KEPT AS INDEPENDENT ORGANIZATION OR WHETHER IT WILL BE DISSOLVED
AND ITS VARIOUS FUNCTIONS TAKEN OVER BY THE RESPONSIBLE MINISTRIES.
(FYI: HEALTH SECTOR ASSESSMENT GAVE HACHO RELATIVELY GOOD MARKS.
END FYI).

7. RE PETIT GOAVE PROJECT: WE SHARE BREENS'S ENTHUSIASM FOR WORK
OF DRS. WARREN AND GRETCHEN BERGGREN AND WE HOPE TO CAPITALIZE
ON THEIR APPROACH TO RURAL HEALTH SERVICES IN FUTURE.

8. RE WATER PROJECTS. OUR BASIC POSITION ON POTABLE WATER PROJECTS
IS THAT THEY ARE USEFUL BUT ARE NOT AN ESSENTIAL PART OF PUBLIC
HEALTH PROGRAM, I.E. INFECTIONS AND DIARRHEAS OF YOUNG CHILDREN
WHICH ARE MAJOR CAUSES OF HIGH DEATH RATE IN THIS AGE GROUP WILL
NOT BE STOPPED BY WATER PROJECTS SINCE INFECTIONS ALSO RESULT
FROM YOUNG CHILDREN PLACING CONTAMINATED OBJECTS DIRECTLY INTO
THEIR MOUTHS. WE FAVOR WORLD BANK'S EXPRESSED INTEREST IN FINANCING
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PAGE 02 PORT A 01229 02 OF 03 231957Z

10 DRINKING WATER SYSTEMS AND CONTINUED STEADY EXPANSION OF
VOLUNTARY AGENCY ACTIVITIES IN THIS FIELD, BUT WE BELIEVE AID
RESOURCES ARE BETTER UTILIZED IN OTHER HEALTH TARGET AREAS WHICH
HAVE BEEN IDENTIFIED.

9. RE FAMILY PLANNING: AGREE THAT MORE SHOULD BE DONE IN FAMILY
PLANNING. SPECIFICALLY, RECOMMEND THAT ADDITIONAL FUNDING BE
GIVEN TO COLOMBIA UNIVERSITY'S INTERNATIONAL INSTITUTE FOR STUDY
OF HUMAN FERTILITY TO EXPAND ITS WORK WITH MCH/FP PROJECT IN HAITI
AND THAT WE PROVIDE ANY NECESSARY TECHNICAL ASSISTANCE REQUESTED
BY GOH.

10. RE HUMAN RESOURCES: WE BELIEVE GOH IS USING AVAILABLE TRAINED
MANPOWER VERY POORLY. THUS, WE RECOMMEND PRIORITY BE GIVEN TO
PROGRAMS WHICH UTILIZE EXISTING SKILLS OR PROVIDE MIDDLE LEVEL
TRAINING TO EXISTING PERSONNEL AS PART SPECIFIC AID GRANT OR
LOAN PROJECT. THUS, APART FROM EXCEPTION DISCUSSED PARA 11, RECOMMEND
WE MOVE INTO BROAD TRAINING PROGRAMS ONLY AT LATER DATE.
(FYI: IN OUR ROAD MAINTENANCE ACTIVITIES, WE HAVE BEEN HANDICAPPED
FUNDAMENTALLY BY ABSENCE OF COUNTERPARTS IN KEY AREAS SUCH AS
ACCOUNTING. ONCE POSITIONS ARE CREATED THERE WILL REMAIN PROBLEM
OF RECRUITING TRAINED PERSONNEL WHO ARE IN COUNTRY BUT WHO
ARE UNWILLING TO WORK FULL DAY FOR GOH AT CURRENT SALARY
SCALES. END FYI).

11. RE PUBLIC ADMINISTRATION: WE RECOMMEND THAT USG OFFER TO HELP GOH DEVISE A STRATEGY FOR IMPROVING PUBLIC ADMINISTRATION. GOH HAS CREATED PUBLIC ADMINISTRATION COMMISSION (GERARD DORCELY, UNDER SECRETARY FOR FOREIGN AFFAIRS, IS A MEMBER) TO EXAMINE MEANS OF IMPROVING ADMINISTRATION, AND THIS COMMISSION MIGHT BE FOCAL POINT FOR COOPERATION IN PUBLIC ADMINISTRATION FIELD. HOPEFULLY, WE COULD BE OF ASSISTANCE TO GOH IN ANALYZING RELATIVE IMPORTANCE OF VARIOUS FACTORS CONTRIBUTING TO PAST DOWNWARD SLIDE IN QUALITY ADMINISTRATION AND PROPOSING PROGRAM FOR IMPROVEMENT IN PUBLIC ADMINISTRATION. THIS STUDY WOULD EXAMINE NOT ONLY PROBLEM OF INADEQUATE TRAINING BUT OTHER PROBLEM AREAS AS WELL, E.G. SALARY SCALE, LACK OF FUNDS FOR OPERATING PROGRAMS, IMBALANCE BETWEEN PERSONNEL AND EQUIPMENT, ATTITUDE OF HIGH OFFICIALS TO SEEING A SUBORDINATE SUCCESSFULLY CARRY OUT A PROGRAM, ETC. WE ALSO RECOMMEND SUPPORT FOR NATIONAL INSTITUTE FOR ADMINISTRATION AND MANAGEMENT DIRECTED BY GERARD DORCELY. THIS UNIVERSITY LEVEL LIMITED OFFICIAL USE

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PAGE 03 PORT A 01229 02 OF 03 231957Z

INSTITUTE HAS OBJECTIVE OF TRAINING IFUTURE ADMINISTRATORS OF GOH. IN OUR PUBLIC ADMINISTRATION EFFORTS, AGREE WHOLEHEARTEDLY THAT WE MUST HAVE A LONG-RANGE PERSPECTIVE.

12. RE USE OF RADIO: DESPITE FACT RELATIVELY LOW PERCENTAGE OF RURAL FAMILIES HAVE RADIOS, WE CONCUR THAT GOH EFFORTS IN AGRICULTURE AND HEALTH WOULD BE ASSISTED BY USE OF RADIO. MCH/FP NOW HAS HEALTH EDUCATION RADIO PROGRAM AND FPIA INTERESTED IN HELPING IMPROVE THIS ACTIVITY. UNDP RADIO EDUCATION EXPERT NOW IN COUNTRY AND WE WILL SEND SEPARATE RECOMMENDATION ON QUESTION NON-FORMAL EDUCATION USING RADIO AFTER DISCUSSION QUESTION IN MORE DETAIL WITH CONCERNED INDIVIDUALS.

13. RE COORDINATION: WHILE COORDINATION CAN ALWAYS BE IMPROVED, WE BELIEVE THERE ARE NOW GENERALLY ENOUGH MECHANISMS OF COORDINATION, VIZ. INTER-AGENCY GROUP AND CEP-CIES MEETINGS, BI-MONTHLY COORDINATION MEETINGS IN PORT-AU-PRINCE SPONSORED BY CONADEP, TWICE YEARLY TRANSPORTATION MEETINGS AND PERIODIC MEETINGS ON MCH-FP PROGRAM. POSSIBLE EXCEPTION IS IN AGRICULTUREAL FIELD. IT MIGHT BE USEFUL ALSO HAVE PERIODIC MEETINGS FOR THIS SECTOR.

14. RE BRINGNG RESULTS DAP TO ATTENTION PRESIDENT: ONCE DAP REVIEW IS COMPLETED WE WILL ARRANGE FOR PRESENTATION RESULTS OF REVIEW TO PRESIDENT.

15. RE IDB: SEE COMMENTS ON IDB PROGRAM IN SEPARATE CABLE. WE PARTICULARLY WISH SUPPORT BREEN COMMENTS ON IDB OVERRUN POLICY. AS FOR IRRIGATION SYSTEMS, WE BELIEVE AID WILL BE FULLY OCCUPIED WITH COMMUNITY IRRIGATION SYSTEM PROJECT AND WE RECOMMEND THAT PROGRAMS IN ARTIBONITE BE LEFT TO IDB. WE SHOULD, HOWEVER, URGE

IDB TO TAILOR ITS PROGRAM TO PRIORITY NEEDS OF ARTIBONITE.

16. RE PERSONNEL. CONCUR THAT PERSONNEL IN AGRICULTURE AND HEALTH SHOULD BE INCREASED AS SPECIFIC REQUIREMENTS ARE IDENTIFIED AND THAT IDI'S BE ASSIGNED TO HAITI. IN VIEW OF NEED TO UTILIZE GRANT TECHNICAL ASSISTANCE IN CLOSE COORDINATION WITH LOAN PROJECTS UNDER DIRECTION OF RESPONSIBLE TECHNICAL

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PAGE 01 PORT A 01229 03 OF 03 231959Z

72

ACTION ARA-10

INFO OCT-01 ISO-00 AID-05 EB-07 AGR-05 EUR-12 HEW-02 OES-03

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FM AMEMBASSY PORT AU PRINCE

TO SECSTATE WASHDC 9874

LIMITED OFFICIAL USE SECTION 3 OF 3 PORT AU PRINCE 1229

DIVISION CHIEF, WE WISH TO UTILIZE SERVICES AND SKILLS OF LOAN SPECIALIST WITHOUT CREATING SEPARATE LOAN OFFICE. IN LIGHT OF SIZE PROGRAM RECOMMENDED IN DAP, WE CONCUR IT WOULD BE APPROPRIATE RAISE AID REPRESENTATION TO FULL USAID STATUS.

17. RE ADMINISTRATIVE BACKSTOPPING: CONCUR THAT SERIOUS PROBLEM EXISTS IN ADMINISTRATIVE AREA. WHETHER SEPARATE AID ADMINISTRATIVE OFFICE IS CREATED OR PRESENT SAS ARRANGEMENT IS MAINTAINED, THERE WILL BE NED FOR ADDITIONAL PERSONNEL, PARTICULARLY LOCAL PERSONNEL. SEPARATE MESSAGE BEING WRITTEN THIS POINT.

18. SEVERAL CHANGES WERE MADE IN DAP PRIOR TO SUBMISSION BASED ON BREEN'S ORAL OBSERVATIONS AND RECOMMENDATIONS. RECOMMEND THAT DAP BE PRINTED IN ITS PRESENT FORM AND THAT REVIEW OF DA INCLUDE DISCUSSION OF BREEN REPORT AND COMMENTS PROVIDED IN THIS CABLE.

19. ADVISE PROPOSED DATE FOR DAP REVIEW.
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